WASHINGTON HIGHER EDUCATION COORDINATING BOARD

TAB 3

January 21, 2005

Executive Summary of Draft Report

The Future of Washington's Branch Campuses
Draft HECB report on branch campus development plans – HB 2707

Introduction

Washington's research university branch campuses were created in 1989 to increase opportunities for students in several regions of the state to complete their baccalaureate and graduate-level studies at public universities close to their homes. Currently, the University of Washington operates branch campuses in Bothell and Tacoma. The Bothell campus is located on the same campus as Cascadia Community College. Washington State University operates branches in Vancouver and the Tri-Cities.

In 2004, in recognition of the need to more clearly define the branch campuses' role and mission, the Legislature and governor enacted House Bill 2707, calling for each branch campus to conduct a self-study and make recommendations to the state regarding its future mission and development. These studies were submitted in November 2004 to the HECB, which was directed to evaluate the institutional proposals and develop its own policy options and recommendations from a statewide perspective. The board worked closely with the UW and WSU to develop the guidelines under which the branch campus self-studies were prepared.

Section I: Criteria for evaluating institutional recommendations

To evaluate the four proposals, the HECB examined the degree to which the branch campus proposals would contribute to the goals of the board's 2004 Strategic Master Plan for Higher Education to:

(1) Increase the number of students who earn college degrees and credentials; and

(2) Improve the economic responsiveness of Washington's higher education system.

The board also evaluated the campus proposals in light of several master plan policy initiatives.

Section II: Summary of branch campus proposals

While each proposal is unique, some elements are common to all four self-studies:

- Each branch campus makes the case to admit freshman and sophomore students and thereby develop into a four-year university, while retaining the present administrative relationship with the "parent" university. In effect, the branch campus proposals call for the creation of two research university *systems*.

- Each branch campus proposes to expand or initiate the provision of lower-division courses to support specific baccalaureate degree programs.

- All of the campuses pledge to expand their collaboration with community colleges in their respective regions to improve the transfer process for students who initially enroll at community colleges and transfer to the branches for their upper-division coursework.

- No campus proposes to offer its own doctoral degrees, although WSU proposes to offer system-wide doctoral programs that would serve branch campus students.

- If implemented, the proposals would more than double student enrollment at each campus, with UW Bothell proposing to more than triple its current enrollment. Combined, the proposals would meet about half of the HECB projected need for enrollment growth over the next several years. However, doing so would require the four campuses to grow by an average of 163 percent by 2011.

Section III: Evaluation of factors related to branch campus proposals

The report evaluates several statewide and regional factors that will influence state policy-makers' decisions about the branch campuses' role in increasing student access to baccalaureate degree programs and responding to state and regional workforce priorities.

Higher education funding: State funding for higher education has been eroding for more than a decade, particularly at the public four-year college and universities. Adjusted for inflation, per-student funding has declined by nearly 11 percent in the past three years alone.

Student tuition: To minimize the impact of state budget cuts, colleges have been authorized to increase tuition, which has shifted the funding burden to students and families. For example, resident undergraduate student tuition now represents 51.7 percent of the cost of instruction at the two research universities.

Enrollment pressure: The number of students seeking to enroll in college will increase steadily over the next decade, due to population growth and the needs of adults for baccalaureate degrees, job training and basic skills/English language instruction. The state's prime college-age population – residents between 17 and 29 years old – will increase by 15 percent between now and 2011, and will continue to grow through 2019.

Participation in higher education: The report examines the proportion of the state adult population that currently attends college and concludes that the region served by WSU Vancouver has the lowest current public four-year participation rate among the branch campus service areas. Participation is also lower than the state average in much of the region served by UW Tacoma.

Response to workforce needs: The proposed mix of programs at the branch campuses emphasizes a number of high-demand fields, in which student enrollment demand exceeds current institutional capacity and in which graduates are very likely to be employed in Washington upon graduation.

Collaboration and partnership: Since each branch campus plans to retain and enhance the state's 2+2 approach to student transfer from two-year to four-year colleges, it will be important for the branches to strengthen their collaborative strategies with the community and technical colleges in their respective regions.

Instructional cost comparisons: For several reasons, current and proposed per-student costs at the branch campuses are and likely will remain higher than at the other public baccalaureate institutions in the state.

Capital costs: The branch campuses used different approaches to determine their capital cost estimates, but comparative analyses by HECB staff have yielded relatively consistent overall cost estimates. It appears a capital construction investment approaching $600 million should be anticipated to provide the facilities needed to accommodate the total proposed enrollment growth of 7,668 FTE.

Alignment of state funding with higher education priorities: It is clear that expansion of all sectors of Washington's higher education system will be required over the next several years to meet state goals for increased degree production and enhanced economic responsiveness. This need occurs during a time of significantly restricted state finances, in an environment when significant resource enhancements appear unlikely at best. In this context, the most cost-effective way to provide students the opportunity to earn baccalaureate degrees is within the cost structure of the regional comprehensive universities.

Section IV: Alternatives to accommodate enrollment demand

The report identifies several alternatives to meet the enrollment pressure that would not be addressed by the four branch campuses, including private colleges and universities; off-campus learning centers, primarily operated by the regional comprehensive universities; distance education and evening programs; and alternatives for students who have received technical associate degrees.

Section V: HECB recommendations

Several recommendations apply to all four branch campuses:

- The four branch campuses should remain affiliated with their respective parent universities, a relationship that has provided significant regional and statewide benefits.
- However, the proposed cost models for the branch campuses are not realistic in the state's current fiscal environment. Washington state cannot afford to develop four new publicly funded four-year universities – financed on the research university cost model – while maintaining the quality of the existing system of two-year and four-year institutions.
- To provide the most cost-effective increase in baccalaureate and graduate enrollments, the HECB recommends each branch be funded within the same budgetary model as the regional comprehensive universities.
- Expanded program offerings and capital budget requests should be submitted to the state and deliberated as they are today.

In response to each campus proposal, the HECB offers the following recommendations:

- **UW Bothell** should expand its upper-division and graduate/professional programs, and should offer lower-division courses linked to specific majors in fields that are not addressed by programs at the co-located Cascadia Community College. UWB should not admit freshmen and sophomores except under co-admission or co-enrollment agreements with Cascadia and other nearby community and technical colleges.

- **UW Tacoma** should expand its upper-division and graduate/professional programs with a priority on programs needed by students and employers in its service region. In addition, the campus should offer lower-division coursework and admit freshman and sophomore students who meet the university's admission criteria beginning in fall 2006. The UWT proposes an incremental approach to developing its lower-division capacity, and the board endorses this approach.

- **WSU Tri-Cities** should proceed with plans to expand the availability of selected lower-division courses linked to specific majors that are not offered by programs at Columbia Basin College, the branch campus's primary two-year partner. The campus also should further develop its partnership with the Pacific Northwest National Laboratory. However, projected enrollment demand in the Tri-Cities service area does not support the enrollment of freshman and sophomore students and the expansion into a four-year university.

- **WSU Vancouver** should develop into a four-year university within the WSU system along the lines proposed by the university, within the cost model appropriate for a regional comprehensive university. Southwest Washington is the least well-served area of the state by the current higher education system, and there would be both regional and statewide benefit to the development proposed by the branch campus.

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The Future of Washington's Branch Campuses

HECB report on branch campus development plans – HB 2707

Introduction

In 1989, Washington state created research university branch campuses in Bothell, Spokane, Tacoma, the Tri-Cities and Vancouver. The HECB developed a statement of the role and mission of the branch campuses that broadly addressed the students to be served and the role of the institutions within their communities, but it did not provide clear guidance on the relationship with the "main" campuses. The campuses in Bothell and Tacoma have been affiliated with the University of Washington; the other three with Washington State University.

Last year, in recognition of the need for a clearer definition of the role and mission, the Legislature and governor enacted legislation (House Bill 2707) designed to "ensure the role and mission of the each campus is aligned with the state's higher education goals" and to "set the course for their continued future development." Specifically, HB 2707 directed the University of Washington Bothell, University of Washington Tacoma, Washington State University Tri-Cities, and Washington State University Vancouver to conduct self-studies and submit their reports and recommendations in November to the Higher Education Coordinating Board (HECB). The HECB was directed to analyze the recommendations of each campus in the context of statewide goals for higher education and submit policy options and the original campus reports to the Legislature and governor by January 2005. The legislation also removed the branch campus designation from WSU Spokane, which will be operated as an extension of the university's main campus at Pullman.

In addition to the specific directives in HB 2707, the legislation provided a statement of intent that includes the Legislature's determination that the higher education "policy landscape" has changed since the branch campuses were created about 15 years ago. The legislation states that student demand for enrollment access is increasing and that economic development efforts increasingly recognize the importance of collaboration among communities, businesses, and colleges and universities. The bill indicates that each branch campus has evolved into a unique institution and that it is appropriate to assess "the nature of this evolution." While the current system of higher education statewide is a product of evolution, future development of the statewide system must occur through a more intentional process.

The directive of the Legislature to the HECB for the examination and development of options concerning the future role and mission of the branch campuses is of critical importance in defining the size, shape and purpose of all sectors and components of Washington's higher education system. We begin this analysis on the premise that there are some differences as well as some

commonalities that can be identified by considering three aspects of the mission. Institutions all share a statewide mission to serve students and the economic demands of the state, the institutions in the state can be categorized by their sector mission (e.g. research, comprehensive, two-year), finally there is institution specific differentiation that responds to the community in which the campus operates, and the community of faculty, staff and students that work, and often in the case of students live at the campus.

The 2004 Strategic Master Plan for Higher Education supports this initiative by calling for a systematic process to clarify how all segments of the system are working toward the common goals presented in the strategic plan. These goals are to:

- Increase the number of students who earn college degrees at all levels, from job training certificates to associate and bachelor's degrees to graduate and professional credentials; and
- Improve the responsiveness of the state higher education system to regional and statewide economic needs and opportunities.

In 1987, the first HECB master plan proposed an expansion of higher education access through the creation of branch campuses in four urban areas: Vancouver, the Tri-Cities, Spokane, and the Puget Sound region. The initial master plan also designated institutional responsibilities for each proposed campus and directed the assigned institutions to develop and submit preliminary plans for the branch campuses for HECB review.

Based on these proposals and preliminary plans, the Legislature authorized the creation of the branch campuses in 1989. Concurrent with this authorization, the Legislature directed the HECB to prepare a "plan for the orderly development of the campuses." That plan, submitted to the Legislature in 1990, defined the role and mission of the branch campuses as follows:

> The primary mission of the branch campuses is to provide instruction in degree-granting programs at the upper division and master's level. Place-bound individuals in the area surrounding the branch campus will be the primary participants. As part of this mission, branch campuses also are expected to support scholarly activity by faculty and students, ensure the intellectual vitality of the institution, maintain high quality instruction, and provide opportunities for professional growth. Finally, branch campuses are expected to encourage and support public service activities which strengthen the local community and enhance the educational experience of students.
>
> Within the overall role and mission, each branch campus will be unique, recognizing local student needs, diverse community resources, and the proximity of other institutions of higher education. The individual character of each branch campus will be developed gradually, in collaboration with the HECB's budget recommendation and program approval process.

In 2002, the Legislature called for an examination of the performance and future role of the campuses. This study, conducted by the Washington Institute for Public Policy, concluded that while the campuses were achieving their original mission, they were also "evolving" as unique institutions. The study did not go so far as to recommend specific changes in role and mission that would be appropriate for the continued development of these campuses.

Much like the 1989 Legislative charge that the HECB develop "a plan for the orderly development of the campuses," HB 2707 provides the opportunity for the HECB to recommend a future course for the campuses that reflects the optimal alignment of state funding and assets of the higher education system with state priorities and goals.

Guiding Principles

The development of Washington's branch campuses will have statewide and regional implications for years to come. Decisions about the campuses' mission, their array of educational courses and programs, the capital construction associated with campus expansion, and many other factors will clearly impact the range of choices available to students. In addition, changes in the role and mission of the branch campuses will affect the cultural and economic character of the communities where they are located, the regions they serve, and the state.

With these factors in mind, the HECB staff followed some guiding principles in its review of the campus self studies and the recommendations they contain:

- The interests of students must be the highest priority in considering whether to expand and revise higher education services.

- Decisions about higher education services should consider both statewide and regional social and economic needs and aspirations of the communities served.

- Plans for the future should be based on realistic assumptions and projections and should recognize that any new educational framework must be both academically and financially viable.

- Decisions about the individual branch campuses must occur within the context of the state's overall higher education system, since changes to any one component of the system will have impacts and implications for the entire system.

- Analysis should be objective and comprehensive, driven by data as much as possible.

SECTION I

Evaluating institutional recommendations

To effectively evaluate the four branch campus proposals, the HECB considered the self study reports and other HECB data and reports to assess the degree to which the campus plans align with the goals expressed in the 2004 Strategic Master Plan for Higher Education to (1) increase degree production and (2) improve the economic responsiveness of the higher education system.

The master plan contains 11 policy initiatives designed to support the goals. Four of these proposals have particular relevance to the issues addressed in the branch campus plans: (1) allocating student enrollments; (2) meeting regional and statewide higher education needs; (3) helping transfer students earn bachelor's degrees; and (4) reducing barriers for non-traditional students. A number of the master plan strategies reflect the policy directions set in recently enacted legislation, but the master plan policy initiatives are used here to provide a framework for the board's analysis of the branch campus proposals.

And while the master plan guides this analysis, the plan does not – and was not designed to – anticipate all the unique issues associated with transforming branch campuses for future growth. The criteria for evaluation of each branch campus plan, drawn largely from these four proposals, are described below.

Does the proposal meet projected student enrollment demand resulting from statewide and regional population increases?

The master plan calls for an assessment of the regional and statewide needs for higher education. While the work on this assessment is ongoing, this report provides some indicators of the number and type of degrees required to fulfill the goals of the master plan. This report will compare the branch campus enrollment projections with anticipated growth in regional student demand.

Does the proposed enrollment plan address disparities in regional postsecondary participation rates?

As the higher education system in Washington expands to meet increasing enrollment pressure based on demographic shifts, the HECB also recognizes a need to expand opportunity by increasing participation rates in regions of the state and within demographic groups that have been traditionally under-served. Regardless of the specific strategies used to increase enrollment capacity in the state, it is important that this expansion respond to regional population changes and to the needs of particular demographic groups.

Will the proposed plan allow the university to effectively serve the non-traditional and place- and time-bound students for whom the branches were designed?

The master plan outlines a number of strategies to ensure the statewide system responds to the needs of non-traditional and place-bound students. While expanded enrollment at the branches is not listed as one of these strategies, it is important to recognize that the branches were created to address this need and have contributed significantly to access for non-traditional and place-bound students over the past fifteen years. No change in the role and mission of the branch campuses should occur without affording paramount attention to access for these students.

Is projected transfer capacity at each campus sufficient to accommodate demand from transfer ready students in the region in applied and academic fields?

Increased pressure for upper division enrollment will require additional capacity for transfer students. Demand for transfer has increased significantly in recent years and is expected to continue to grow for students who have completed traditional transfer degrees at the community and technical colleges, and for students who have completed associate degrees in applied technical fields and require additional training to advance their careers.

Will the proposed plan effectively leverage the resources of the community and technical college system to allow for smooth articulation between sub-baccalaureate and baccalaureate institutions?

To meet the master plan goal of increasing degree production in the state – especially in light of the state's very restricted fiscal outlook – it is essential that expansion of the higher education system utilize and improve existing resources. This may entail improvements in a wide range of initiatives to strengthen the transfer process for students pursuing baccalaureate degrees, such as more flexible transfer options, better information about course equivalencies and major requirements, designated "pathways" for transfer students in specific degree fields, and others.

Does the enrollment plan and programmatic mix respond to regional and statewide employer and community demand?

The master plan calls for a higher education system that is increasingly responsive to state and regional economic development needs. As programs are added or expand at the branch campuses, it is important to consider the degree to which they respond to the needs of the statewide economy, and the unique needs of the region served by the particular campus.

How do the projected branch campus operating costs compare with those of other institutions in Washington for similar programs and missions?

The resources available to expand higher education in the state are limited, and it is important to ensure that colleges and universities are delivering courses and programs efficiently and effectively. The state is not necessarily well-served by simply selecting the lowest-cost options to expand higher educational opportunity. Neither is it prudent to assume that higher costs are correlated with higher quality.

Are the proposed enrollment levels sufficient to reduce per-student costs? To what extent are economies of scale considered in the proposal?

The branch campuses have experienced significant enrollment growth over the past 15 years from a collective total of 1009 FTE in the 1990-1991 academic year to 5396 FTE in the 2003-2004 academic year. As they have grown, the branches have begun to demonstrate certain efficiencies of scale, although their costs of instruction remain relatively high. As the state considers proposals for future growth it will be important to evaluate the degree to which further efficiencies will be realized as enrollment increases.

Does the proposed plan make efficient use of existing resources within the multi-campus system?

An important role of the board is to ensure that higher education programs across the state are offered efficiently, and without unnecessary duplication. The branch campuses have proposed a continued affiliation with their respective "parent" campuses, and the state should evaluate the extent to which this collaboration would allow the research universities to leverage their resources to support teaching and research at the branch campuses.

Is the proposed mode of delivery the most efficient and effective means to meet the educational needs of the students and the region and statewide?

State investments should be targeted to institutions and programs that respond most effectively and efficiently to student and employer demand, while maintaining the high quality that Washington students, employers, and the communities have come to expect.

Will the proposed governance system support the distinctive mission of each campus and provide sufficient flexibility to respond to regional enrollment demand and economic needs?

HB 2707 clearly recognizes the unique nature of the 15-year evolution of each branch campus and calls for future development that preserves the benefits of that trend. Each branch campus proposal must articulate a relationship with the parent campus that allows the branch sufficient autonomy to respond to unique regional needs.

To what extent does the plan recognize the fiscal realities facing the state of Washington? How do the proposed campus plans fit within the total state funding of higher education and state priorities?

The branch campus expansion plans must be considered against the background of significant state budget limitations. The recommendations of the HECB related to the proposed changes in mission, size, and instructional models expressed in the campus self-studies must recognize these resource limitations, particularly those related to ongoing operating expenses.

SECTION II

Summary of branch campus proposals

A comparative illustration of the respective proposals is included in Table 2.1. While the four proposals share goals and strategies each plan is unique, and timelines for implementation and completion differ somewhat. Specifically, each campus proposes to:

- Develop into a four-year university by enrolling freshmen and sophomores – and by offering required general undergraduate education programs – while continuing to rely on the state's existing "2+2" transfer model to help community and technical college students earn baccalaureate degrees;

- Retain its current administrative relationship to the University of Washington or Washington State University and its identity as a component of the respective research university system;

- Contribute to the strategic master plan goal of increasing the number of students who earn degrees by increasing upper-division and graduate enrollment; and

- Support regional economic needs by offering programs and degrees in fields of high-demand among students and employers, and by offering "four-year track" students the opportunity to stay in the region by enrolling as freshmen at the branch campus.

In order to fulfill these goals, the campuses require a number of policy changes which are summarized below:

Ability to admit freshmen: Each plan makes the case to admit at least some freshmen. The rationale for this change is framed a bit differently for each institution, but generally the schools have indicated that there is unmet need for admission to a four-year college. The schools frame this as an approach to keep the best and brightest students in-state, and argue that many of these students would choose to go to college in other states rather than pursuing baccalaureate degrees through the 2+2 approach, which would require them to attend community colleges for their freshman and sophomore studies and transfer to the branch campuses to attain their baccalaureate degrees.

Authorization to offer lower-division coursework: Current law and HECB policy allow the branch campuses to offer lower-division courses that are necessary to support their programs. The self-studies demonstrate a strong rationale for offering lower-division courses linked to specific majors. The self-studies indicate students at the branch campuses take substantially more upper-division courses than their main campus peers, and have less opportunity to take introductory courses outside their major during their junior and senior years.

Greater flexibility in transfer: While the branches have worked with the community colleges to develop strong working relationships and to provide students with the necessary information to successfully transfer, they contend there is a need for greater flexibility in this area. All the branch proposals seek authority to allow students who are "transfer ready" to transfer to the universities. This would mean that students with as few as 45 credits would be eligible for transfer. Recent changes to HECB policy allow the public baccalaureate institutions to apply more than 90 community college credits toward a degree at the four-year institution. This change opens the door for students who choose a major with significant pre-requisites (such as business) to complete additional required courses at the community college, and provides the flexibility for students to apply credits to their degree if they continue to take lower-division coursework at the community college after transferring 90 credits to the branch.

Doctorates at the branch campus: The WSU self-studies propose to offer system-wide doctorate programs that would allow students to access doctorate programs and meet residency requirements at any of the WSU campuses. UW Tacoma also envisions a potential future demand to develop practice-oriented doctorates consistent with current HECB program planning, approval, and review policies.

Table 2.1: Summary of Branch Campus Proposals

	University of Washington Bothell	**University of Washington Tacoma**	**Washington State University Vancouver**	**Washington State University Tri-Cities**
Key Elements of the Proposal	Remain part of the University of Washington. Provide the flexibility to become a four-year institution. Expand upper-division and graduate/professional programs. Authorize the campus to offer lower-division courses. Admit lower-division students beginning in fall 2006. Allow students to transfer before achieving junior standing and provide them lower-division pre-requisite courses. Establish a full lower-division program for a small leadership class of new freshmen. Increase enrollment and enhance the 2+2 model by establishing co-admission and co-enrollment models with community colleges.	Remain part of the University of Washington. Transition to a four-year institution which will be a "metropolitan university". Expand upper-division and graduate/professional programs. Authorize the campus to offer lower-division courses. Admit lower-division students beginning in fall 2006. Accept students with as few as 45 lower-division credits. Establish a small lower-division liberal arts program for students seeking a four-year experience. Increase transfer enrollment and enhance the 2+2 model by establishing co-admission and co-enrollment models with community colleges.	Remain part of Washington State University. Develop as a "metropolitan university" offering a full four-year program. Expand upper-division and graduate/professional programs. Authorize the campus to offer lower-division courses. Admit lower-division students beginning in fall 2006. Increase community college transfer enrollment and continue existing co-admission agreements.	Remain part of Washington State University. Develop as a four-year university with a lower-division component involving Columbia Basin College and other community colleges. Expand upper-division and graduate/professional programs. Authorize the campus to offer lower-division courses. Admit lower-division students beginning in fall 2007. Increase community college transfer enrollment. Develop a strategic relationship with the Pacific Northwest National Laboratory for research and instruction. Extend the primary service area of the campus.

Table 2.1: Summary of Branch Campus Proposals (continued)

	University of Washington Bothell	**University of Washington Tacoma**	**Washington State University Vancouver**	**Washington State University Tri-Cities**
Enrollment Plan (See Appendix B for enrollment growth proposals.)	Grow from current (2004-2005) state funded FTE of 1,265 to 6,000 FTE by 2020 (635 lower-division FTE and 5,365 upper-division and graduate FTE).	Grow from current (2004-2005) state funded FTE of 1,524 to 5,901 FTE by 2014 (550 lower-division FTE and 5,351 upper-division and graduate FTE).	Grow from current (2004-2005) state funded FTE of 1,228 to 3,645 FTE by 2014 (689 lower-division FTE and 2,956 upper-division and graduate FTE).	Grow from current (2004-2005) state funded FTE of 633 to 1,800 FTE by 2015 (326 lower-division FTE and 1,474 upper-division and graduate FTE).
Program/ Degree Offerings	Add new programs at a measured pace. Build on the interdisciplinary model as a basis for offering new programs. Expand enrollment capacity in graduate Business Administration, Nursing, Education, and Policy Studies. Fund and offer the authorized Master of Science in Computing and Software Systems.	Add doctoral programs in applied fields when a clear need can be demonstrated in the South Puget Sound region. Introduce new Interdisciplinary Arts and Sciences majors and clarify existing IAS offerings. Initiate a program to train high school science and math teachers.	The campus will not offer doctoral degrees. Rather, the WSU system will make doctoral degrees available through the main campus at Pullman when appropriate. Emphasize program growth in Business, Health and Human Services, Technology and Information Sciences, and Education.	Offer doctoral degrees in selected fields through the main campus at Pullman. Offer undergraduate degrees in: Liberal Arts, Education, Business, Sciences, Engineering and Health Sciences.

Table 2.1: Summary of Branch Campus Proposals (continued)

	University of Washington Bothell	**University of Washington Tacoma**	**Washington State University Vancouver**	**Washington State University Tri-Cities**
Operating Budget Requirements	Serving 6,000 FTE (additional 4735 FTE) in 2020 will require an additional $67.6 million ($45 million in state funds and $22.6 million in tuition revenue).	Serving 5,901 FTE in 2015 will require an additional $54.6 million ($30.8 million in state funds and $23.8 million in tuition revenue).	Serving 3,645 FTE in 2015 will require an additional $33.3 million total funds (enrollment based $24.5 million in state funds and $8.8 million in tuition revenue).	Serving 1,800 FTE in 2015 will require an additional $15 million ($11 million in state funds and $4 million in tuition revenue).
Capital Budget Requirements	Additional capacity to achieve full build-out for 6,000 FTE is estimated at $163 million.	Additional capacity to achieve full build-out for 5,901 FTE is estimated at $207 million.	Additional capacity to achieve full build-out for 3,645 FTE is estimated at $164 million.	Additional capacity to achieve full build-out for 1,800 FTE is estimated at $103 million.

SECTION III

Evaluation of factors related to branch campus proposals

The statewide higher education context: Funding is down, student demand is up

State funding per student: State funding for public higher education has been eroding for more than a decade. In particular, this erosion has affected Washington's public four-year college and universities. In the last four years alone, state funding per FTE student has fallen by $1,000 – from $9,039 in 2001-02 to $8,068 in 2004-05 in constant, inflation-adjusted dollars. This represents a decline of nearly 11 percent. At the two research universities the decline has been $1,100 – from $10,651 per student to $9,528. At the regional comprehensive universities (Central, Eastern and Western Washington) the decline was also nearly 11 percent – from $6,002 to $5,363.

The reduction in *total* higher education funding has not been as severe, because increases in student tuition have been used to offset the state cuts. Throughout this period, the funding of higher education has been shifting from the state to students and their families. In fact, the state crossed a historic threshold last year, when the students' share of the cost of instruction at the two research universities exceeded 50 percent for the first time. Today, students at the University of Washington and Washington State University pay 51.7 percent of the cost of their instruction in the form of tuition.

'Over-enrollments': The state higher education budget specifies the number of FTE students who are to be enrolled in each university and college. For the current year, the state budget calls for a total enrollment level of 216,524 FTE students. Of this amount, 87,639 are budgeted in the public four-year institutions. For the past several years, the institutions have enrolled significantly more students than have been budgeted. Enrollment reports for 2004-05 indicate that the four-year institutions will enroll 91,254 FTE students, some 3,614 more than were budgeted. Over the last four years, the four-year institutions have been enrolling 4 to 5 percent more students than budgeted – 3,400 to 4,200 FTE students per year.

***Some qualified students aren't able to enroll*:** The demand for education can be separated into two components: (1) the actual enrollment, and (2) unmet demand. The Office of Financial Management annually conducts an "application match study" in an attempt to measure potential "unmet student demand." They match applicants to Washington public four-year institutions with registered students in Washington public and independent higher education institutions. The goal is to obtain a count of qualified applicants who are not served by the higher education system of the state.

Results of the most recent study indicate that for fall 2004, between 1,757 and 1,983 qualified individuals were denied admission to a public four-year institution and were not enrolled in any other public or private Washington higher education institution. Applicants to the University of Washington account for more than 50 percent of the total un-served undergraduate applicants for fall 2004, while transfer applicants from two-year institutions account for 40 percent.

Demographic pressures: Much is made of the largest high school graduating class in this state expected in 2008. Between now and 2008 the number of high school students graduating is expected to increase by 5.4 percent. Even more significant is that the number of people in this state between the ages of 17 to 29 is expected to grow by 15 percent between now and 2011 – and continue to keep growing through 2019. Some 87 percent of the students at the public four-year institutions are between the ages of 17 to 29.

A. HECB enrollment goals

The 2004 strategic master plan has two over-arching goals: (1) increase the opportunities for students to earn degrees, and (2) respond to the state's economic needs. Within the first goal, specific annual targets are identified by 2010: 27,000 associate degrees; 30,000 bachelor's degrees; and 11,500 graduate and professional degrees. The bachelor's and graduate degree targets are particularly relevant to the branch campuses. For the public four-year institutions, the targets are 22,800 bachelor's degrees and 6,555 graduate and professional degrees. The remaining degrees are expected to be earned at private institutions.

To meet the targets at the public four-year institutions at the current "rate of production" would require 105,000 FTE enrollments by 2010. In 2004-05, the institutions are projected to enroll 91,253 FTE students, compared with the budgeted level of 87,639 FTE students. To meet the degree targets at the public four-year institutions would require approximately 13,700 more enrollments than are projected in 2004-05, or 17,400 more enrollments than were budgeted.

1. Participation Rate Forecasts

A traditional way to estimate future student demand for public higher education is to examine current participation in higher education by age and sex and apply the current rates against population forecasts. If the rate of participation in higher education remains the same as it was in fall 2004, the Office of Financial Management forecasts student demand of 100,000 FTE students in 2010-11 in the 4-year system. This is 8,800 FTE students more than projected for 2004-05 and 12,400 more than are budgeted.

Immediately it can be seen that maintaining the current participation rate is not sufficient to meet the HECB degree goals – unless significant improvements are made in the "rate of production."

2. County Participation Rates

The Office of Financial Management also calculates participation in public higher education by the student's county of origin. Evaluating participation in Washington's public four-year institutions, OFM found that:

- Counties where four-year main campuses are located, as well as some adjacent counties, have relatively high participation rates in the four-year system. These include King, Whatcom, Kittitas, Spokane, Whitman and Thurston counties; and

- The presence of branch campuses in Bothell, Tacoma, Vancouver and Tri-Cities has improved participation rates in these areas. However, participation in four-year institutions in Pierce, Clark, Snohomish, and Franklin counties remains below the state average.

Table 3.1: Public 4-Year Participation Rates in Selected Counties in Branch Campus Regions

UW Bothell service area	UW Tacoma service area	WSU Tri-Cities proposed service area	WSU Vancouver service area
		Benton 2.44	
		Adams 1.91	
King 1.85	Thurston 2.15	Grant 1.76	
(State Average 1.70)			
Snohomish 1.46	Kitsap 1.44	Yakima 1.51	Clark 1.34
	Pierce 1.33	Franklin 1.48	Cowlitz 1.33
		Walla Walla 1.46	

Source: OFM, based on fall 2002 enrollment data

Based on participation rates, expanded capacity in public four-year universities likely would appeal to residents of Snohomish, Pierce, Kitsap, Clark, Cowlitz, Franklin, Walla Walla and Yakima counties.

3. HECB Simulation Model

In response to a directive in the 2003-05 state operating budget, the HECB has developed a simulation model to examine, among other things, public higher education participation and population growth by age and gender on a statewide and regional basis. For the purposes of this analysis, the state was divided into six regions:

Puget Sound:	King, Snohomish, Pierce, Kitsap, Thurston, Island, Skagit, Whatcom, and San Juan counties
SW Washington:	Clark, Cowlitz, Skamania, and Wahkiakum counties
Remaining West:	Clallam, Jefferson, Mason, Grays Harbor, Pacific, and Lewis counties
Spokane:	Spokane County
South-central East:	Benton, Franklin, Yakima, Klickitat, Grant, Adams, Walla Walla and Columbia counties
Remaining East	Kittitas, Chelan, Douglas, Okanogan, Ferry, Stevens, Pend Oreille, Lincoln, Whitman, Garfield and Asotin counties.

Table 3.2: Participation in Public Higher Education by Region, 2003-04

Region of Origin	All Public 2- and 4-Year	Public 4-Year	Undergraduate
Puget Sound	4.4%	1.5%	1.3%
SW Washington	3.6%	1.1%	1.0%
Remaining West	3.6%	1.0%	0.9%
Spokane	5.5%	2.1%	1.8%
South-central East	4.4%	1.5%	1.4%
Remaining East	3.9%	2.1%	1.8%
Statewide	**4.3%**	**1.6%**	**1.4%**

Overall, residents of Southwest Washington, rural Western Washington ("remaining West"), and the counties of Eastern Washington outside Spokane and the south-central region participate in public higher education at less than the statewide average.

Focusing on participation in undergraduate education at public four-year institutions, all the regions in Western Washington are below the statewide average and all the regions in eastern Washington are at or above the statewide average. This would suggest that opportunities for undergraduate participation should be expanded to appeal to students residing in Western Washington. Participation rates in Eastern Washington reflect the presence in the region of the main campuses of three of the state's six public baccalaureate universities – WSU at Pullman, Eastern Washington University at Cheney, and Central Washington University at Ellensburg.

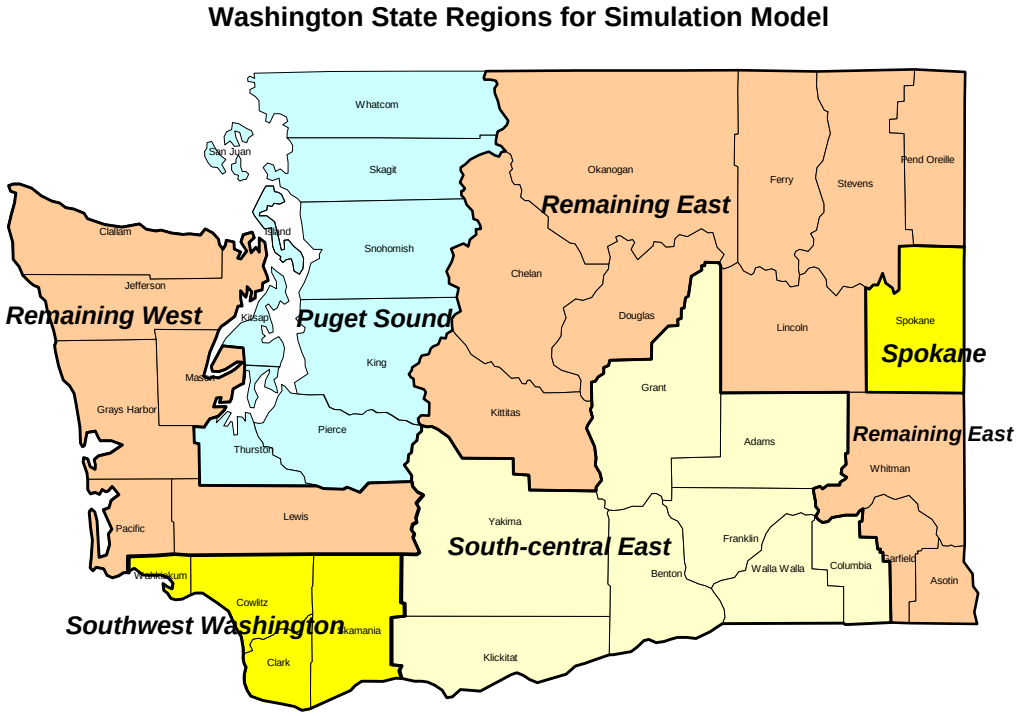

Figure 3.1: Washington State Regions for Enrollment Simulation Model

Table 3.3: Participation in Public 4-year Institutions at the Upper-division and Lower-division Levels by Region, 2003-04

Region of Origin	Upper-Division	Lower-Division	Lower-Division + CTC
Puget Sound	0.8%	0.5%	3.3%
SW Washington	0.6%	0.4%	2.9%
Remaining West	0.6%	0.3%	2.9%
Spokane	1.2%	0.7%	4.1%
South-central East	0.9%	0.5%	3.4%
Remaining East	1.0%	0.7%	2.6%
Statewide	**0.8%**	**0.5%**	**3.3%**

When looking at participation at the public four-year institutions in upper-division and lower-division courses, only the counties of Western Washington outside the Puget Sound metropolitan area are below the statewide averages.

When examining lower division participation at the four-year institutions plus the community and technical colleges, Western Washington outside of the Puget Sound area remains below the statewide average. Again, Southwest Washington appears as an area in need of expanded opportunities.

4. Where students attend college, by region

Table 3.4: Attendance by region of origin at public 4-year institutions, all levels, 2003-04

	Puget Sound	Southwest WA	Remaining West	Spokane	South-central East	Remaining East	Total
UW-Seattle	42.8%	22.5%	18.3%	12.0%	15.8%	9.8%	37.4%
UW-Bothell	2.4%	0.2%	0.2%	0.0%	0.1%	0.1%	1.4%
UW-Tacoma	3.2%	0.1%	1.1%	0.0%	0.0%	0.0%	1.7%
WWU	18.0%	13.4%	16.2%	6.0%	5.7%	8.0%	12.7%
TESC	5.0%	2.6%	13.7%	1.0%	1.0%	1.1%	4.5%
CWU-Puget Sound	1.8%	0.0%	0.1%	0.0%	0.1%	0.1%	1.0%
WSU-Vancouver	0.1%	24.5%	0.9%	0.1%	0.3%	0.1%	1.4%
CWU-Eastern WA	8.4%	6.8%	14.6%	1.6%	20.5%	25.1%	8.6%
EWU	2.9%	4.5%	9.2%	55.9%	16.4%	19.2%	9.9%
WSU-Pullman, Spokane	15.3%	25.1%	25.5%	23.2%	31.5%	36.1%	20.6%
WSU-Tri-Cities	0.1%	0.3%	0.1%	0.1%	8.6%	0.2%	0.7%
Total 4-years	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Generally, students attend colleges within the regions where they live. For example, 73 percent of the students from the Puget Sound region attend institutions in that region, while 15 percent attend WSU at Pullman. Seventy-nine (79) percent of the students from Spokane attend either EWU or WSU. Seventy-seven (77) percent of the students from the south-central counties attend CWU,

WSU, Eastern or WSU Tri-Cities. Eighty (80) percent of the students from the remaining Eastern Washington counties attend WSU, Central or Eastern. Students from Southwest Washington and the other counties in Western Washington attend college in less defined patterns, reflecting the absence of public university opportunities close to their homes.

5. Where the students come from

Table 3.5: Student attendance by region of origin, 2003-04

	Puget Sound	Southwest WA	Remaining West	Spokane	South-central East	Remaining East	Out of State / Unknown	Total
UW-Seattle	60.0%	2.7%	1.3%	2.5%	3.1%	1.4%	28.9%	100.0%
UW-Bothell	90.4%	0.7%	0.4%	0.2%	0.7%	0.6%	7.0%	100.0%
UW-Tacoma	95.5%	0.3%	1.6%	0.1%	0.0%	0.1%	2.3%	100.0%
WWU	73.8%	4.7%	3.4%	3.7%	3.3%	3.4%	7.6%	100.0%
TESC	58.3%	2.6%	8.1%	1.7%	1.6%	1.3%	26.4%	100.0%
CWU-Puget Sound	91.7%	0.1%	0.3%	0.0%	0.9%	0.6%	6.3%	100.0%
WSU-Vancouver	4.0%	79.0%	1.8%	0.5%	1.3%	0.6%	12.9%	100.0%
CWU-Eastern WA	51.6%	3.6%	4.6%	1.5%	17.6%	16.1%	5.1%	100.0%
EWU	15.5%	2.1%	2.5%	44.1%	12.1%	10.6%	13.1%	100.0%
WSU-Pullman, Spokane	39.0%	5.5%	3.3%	8.8%	11.2%	9.6%	22.7%	100.0%
WSU-Tri-Cities	3.8%	1.8%	0.3%	1.3%	84.5%	1.8%	6.5%	100.0%
Total 4-years	52.4%	4.5%	2.7%	7.8%	7.3%	5.5%	19.8%	100.0%

Again, data shows colleges and universities tend to draw students from nearby areas. However, CWU at Ellensburg draws the majority of its students from the Puget Sound area. WSU at Pullman draws students from all over the state.

6. Growth by region

Table 3.6: Projected Undergraduate Enrollment Growth, 2003-04 to 2010-11, at Public 4-Years

Region of Origin	Upper-Division	Lower-Division
Puget Sound	11.7%	8.6%
SW Washington	18.1%	17.2%
Remaining West	13.8%	3.7%
Spokane	6.7%	5.1%
South-central East	6.3%	4.6%
Remaining East	8.4%	4.7%
Total	**11.0%**	**8.0%**

If the current participation rates remain constant, the fastest growth for undergraduates by region of origin will be from Southwest Washington. The Puget Sound area and the remaining counties of Western Washington should also experience relatively rapid growth. The slowest growth areas are in Eastern Washington, with the south-central area being the slowest.

7. Branch Campus Enrollment Proposals

Table 3.7: Planned Growth from 2004-05 to 2010-11, FTE students

	2004-05	2010-11	Change
UW Bothell	1,265	4,156	229%
UW Tacoma	1,524	3,976	161%
WSU Tri-Cities	675	1,499	122%
WSU Vancouver	1,228	2,729	122%
Total	**4,692**	**12,360**	**163%**

Table 3.8: FTE Students. Planned Growth by Student Level from 2004-05 to 2010-11

	Lower-Division	Upper-Division	**Sub-total Undergrad**	Graduate	Total
UW Bothell	473	2,188	2,661	230	2,891
UW Tacoma	350	1,902	2,252	200	2,452
WSU Tri-Cities	269	504	773	51	824
WSU Vancouver	516	818	1,334	167	1,501
Total	**1,608**	**5,412**	**7,020**	**648**	**7,668**

All four branch campus proposals call for more than doubling the enrollments at each campus, with UW Bothell proposing to more than triple its size. The UW Bothell is proposing enrollment growth of 2,891 FTE students by 2010-11, an increase of 229 percent over the current enrollment. The UW Tacoma is proposing enrollment growth of 2,452 FTE students, an increase of 161 percent over the current enrollment. WSU Tri-Cities is proposing growth of 824 FTE students, an increase of 122 percent from the current enrollment level. WSU Vancouver is proposing growth of 1,501 FTE students, an increase of 122 percent over current enrollments.

Combined, the branch campus proposals would meet about one-half of the HECB projected need by 2010. However, to do so would require these campuses to grow by an average of 163 percent over the next six years. Over the past six years enrollment growth at the branch campuses has been 40 percent. In 1998-99 the combined enrollment at the branch campuses was 3,346 FTE students. The UW Tacoma has grown by 58 percent; UW Bothell has grown by 50 percent; WSU Vancouver has grown by 29 percent; and WSU Tri-Cities has grown by 14 percent.

8. Findings

Based on this analysis of demographic pressures, there is a need to expand upper-division and lower-division capacity at locations that would draw students from Southwest Washington and the Puget Sound area. There is less need to expand capacity in Eastern Washington.

B. Responsiveness to regional and statewide workforce priorities

Undergraduate and graduate programs

When the 1989 Legislature established the branch campuses, their missions were to focus on upper division and graduate programs to serve students who lived in their service areas and could not relocate to go to college. The branch campuses were also to respond to demand for degrees from regional businesses and to support regional economies through research. The campuses planned to focus on baccalaureate arts and sciences and applied master's degree programs in order to best respond to the demands of their regional labor markets.

As a group, WSU Vancouver, UW Bothell, UW Tacoma, and WSU Tri-Cities currently offer 140 degree and certificate programs. About half (52 percent) are baccalaureate programs; 29 percent are at the master's level, and 18% certificate programs (typically post-baccalaureate certificates). The branch campuses do not offer doctoral degrees. If certificates are included with master's degrees, programs at the graduate level then comprise 47 percent of total program offerings.

While social science and liberal arts programs comprise 27 percent of the branch campus programs, the majority of branch campus programs relate to key occupational fields – 26 percent in education for K-12 professionals, 16 percent in business, 8 percent in sciences, 8 percent in engineering, 7 percent in computer science and related areas, and 6 percent in nursing. When science, engineering, and computer science-related programs are combined, they account for 23 percent of the total.

This mix of programs includes many "high-demand" fields – those in which there is excess student enrollment demand compared to institutional capacity, and in which graduates are very likely to be employed in Washington upon graduation. In addition, the program mix at the individual branch campuses reflects unique regional needs and opportunities. For example, WSU Tri-Cities focuses more closely on science and technology than the other branch campuses; and the UW Tacoma reflects a greater emphasis in business.

Table 3.9: Current Mix of Academic Degree Programs in Key Fields

	UW Bothell	UW Tacoma	WSU Tri-Cities	WSU Vancouver	All Campuses
Business	13%	26%	6%	17%	16%
Education	20%	21%	32%	27%	26%
Nursing	13%	5%	3%	8%	6%
Science/engineering/computer related	13%	10%	50%	17%	23%
Social sciences/liberal arts	41%	38%	6%	29%	28%
Other	0%	0%	3%	2%	1%

Source: Degree Authorized Programs in Washington state.

Each branch campus proposes to increase enrollments in various academic programs. Many of the new programs would respond to projected regional and statewide economic and workforce needs. There is little indication that strategies exist for offering current and future bachelor's and master's degree programs through collaboration with nearby public or private four-year institutions. However, the WSU multi-campus operating model offers an *intra*-institutional approach to providing doctoral programs to students based at the branch campuses. A summary of the campus's academic development proposals follows.

University of Washington Bothell

UWB would use an interdisciplinary model to add new programs that respond to the knowledge-based economy of the central Puget Sound region. UWB instruction would enable students to gain skill in software development, technical writing, electronics, engineering, business and market research, and natural science management. At the graduate level, UWB would expand enrollment in business, nursing, education, and policy studies. The campus acknowledges it will be difficult to finance academic program expansion in the current state fiscal environment. For example, UWB received approval two years ago for a Master of Science in Computing and Software Systems but has not been able to finance program startup.

University of Washington Tacoma

UWT would add new baccalaureate majors in arts and sciences as needed and will consider developing more majors in the social sciences (e.g., sociology, political science), humanities (e.g., English, history, philosophy, art, foreign languages), and math and sciences (e.g., biology, chemistry, physics, statistics, math). Currently, the Interdisciplinary Arts and Sciences program at UWT uses degree titles that reflect the interdisciplinary nature of the degree. Surveys and focus group interviews demonstrate that while students are pleased with the education they receive in the program, prospective students are more likely to be attracted to more commonly understood degree names. Hence, UWT would revisit its current degrees and majors and work to communicate better to students about program options. UW Tacoma would add a teacher education program to prepare high school science and math teachers and is interested in adding baccalaureate and graduate programs in niche markets that relate to the nearby presence of museums and nonprofit organizations. The campus anticipates that there may be a future need to develop practice oriented doctorates in the south sound, but does offer any current plans in this area.

Washington State University Vancouver

WSU Vancouver would develop additional capacity in business, health and human services, computer science and related fields, and K-12 education. The branch campus would not directly offer doctoral degrees, but would provide alternatives to serve students in Vancouver in some programs based at the main campus at Pullman.

Washington State University Tri-Cities

WSU Tri-Cities would expand undergraduate programs in the areas of liberal arts, education, business, sciences, engineering, and health sciences. The branch campus would continue to develop graduate programs that respond to regional and statewide needs. WSU Tri-Cities indicates financial constraints will require that some doctoral programs, including nursing and education, will be provided through inter-institutional collaboration for the foreseeable future. WSU Tri-Cities would expand its relationship with Pacific Northwest National Laboratory to conduct research and educational programs in science and engineering that address regional and state priorities. And it hopes to develop a PNNL-related doctoral program in bioproducts, science and engineering.

Table 3.10: Degree/Certificate Programs Offered by 4 Branch Campuses by Key Academic Fields/ Levels (140 programs)

Degrees / Branches	Business	Education	Nursing	Sciences	Engineering	Computer Sci/Related	Social Science -Liberal Arts	Other
Bachelor's	14	3	4	6	5	6	34	1
WSU Vancouver	4	2	1	1	2	3	13	
UW Bothell	1		1	1		1	5	
UW Tacoma	8		1	1		1	14	
WSU TriCities	1	1	1	3	3	1	2	1
Master's	4	16	5	4	6	3	3	1
WSU Vancouver	1	6	3	1	1		2	1
UW Bothell	1	1	1				1	
UW Tacoma	1	5	1			1		
WSU TriCities	1	4		3	5	2		
Doctoral	none	none	none	none	none	none	none	none
Certificates	5	17		1		1	1	
WSU Vancouver	4	6				1		
UW Bothell		2						
UW Tacoma	1	3		1			1	
WSU TriCities		6						
All Programs	**23**	**36**	**9**	**11**	**11**	**10**	**38**	**2**

Note: In total, the branch campuses offer 73 bachelor's degrees, 41 master's degrees and 25 certificate programs. None of the campuses offers a doctorate degree.

Branch campus research activity

The branch campus self studies and the 2003 branch campus report by the Washington State Institute for Public Policy found that the four branch campuses contribute to the research enterprises of their regions and the state. For example:

- WSU Tri-Cities is building a relationship with the Pacific Northwest National Laboratory to support research in the fields of bioproducts, energy, applied ecology, and the food processing and wine industries.

- UW Bothell cites applied research on behalf of the Tulalip Indian tribes, Children's Hospital, the Northshore School District, the Bellevue Entrepreneurship Center, and the integration of arts and sciences in public community spaces.

- Research at WSU Vancouver focuses on health care, social science and public affairs, K-12 education, environmental preservation, and economic development and commerce. Grant funding has developed slowly but has increased in recent years with the development of science and engineering disciplines on the campus. Research has recently increased to support the emerging semi-conductor industry. Development of the campus's Engineering and Science Institute, partially supported by a HECB high-demand enrollment grant, is expected to stimulate an increase in research in technology fields.

- Faculty at UW Tacoma conduct research in several fields that support the technology economy of the South Puget Sound region. For example, faculty at the campus's Institute of Technology conduct research in software design, robotics, artificial intelligence, distributed computing, and biomedical informatics. This type of emphasis is helping to revitalize downtown Tacoma. Other research focuses on such issues as business management, environmental science, nursing and public health, social work and human services, urban planning, special education and K-12 educational reform.

C. Efficient use of existing resources – collaboration and partnership

HB 2707 and the HECB guidelines to the four branch campuses suggested two central questions to consider when reviewing the branch campus plans: (1) Will the plans help students succeed? and (2) Will the plans contribute to achieving the goals of the 2004 Strategic Master Plan to (a) increase the number of students who earn degrees and (b) improve the economic responsiveness of the state higher education system?

Each branch campus plan proposes to grow into a four-year university while continuing to rely on, and improve, the existing transfer model that provides access for community and technical college students to earn baccalaureate degrees. It is vital, therefore, that the branch campuses continue to develop collaborative strategies with the community and technical colleges in their regions.

All the branch campuses expect to increase transfers from community colleges by strengthening their coordination and collaboration strategies. For example, UW Bothell and UW Tacoma are working to enhance current transfer models by establishing co-admission and co-enrollment models with their feeder community colleges, a strategy that has also been used by the WSU campuses. WSU Vancouver and its neighboring community colleges have developed such an arrangement. WSU Tri-Cities this year instituted a coordinated bachelor's degree program that allows for "invisible transfer" which, once students sign up, allows WSU to evaluate transcripts and admit students who are transfer ready without requiring additional administrative effort of the student.

The branch campuses have worked successfully with the community colleges to ensure that students are able to transfer in their chosen field of study. However, areas for further work include implementing or fine-tuning dual admissions and addressing challenges such as conflicting academic calendars (semester vs. quarters) that complicate the transfer process.

The self-study reports do not outline any initiatives to enhance transfer through the use of technology. The HECB has proposed development of a statewide, web-based course equivalency system, an approach used in many states. All of Washington's six public baccalaureate institutions have participated with the board in planning the development of such a system in response to a legislative directive in 2004.

Beyond the collaboration outlined with feeder community colleges, there is little discussion in the self-studies of collaboration with other public or private colleges or universities to offer academic degree programs, share facilities or conduct research and service projects.

There are, however, examples of partnerships between the branch campuses and business and community groups and community colleges:

- WSU Tri-Cities has capitalized on an important partnership with Pacific Northwest National Laboratory (PNNL). The partnership provides WSU Tri-Cities students access to shared facilities and equipment as well as access to highly qualified faculty who hold research positions at PNNL. As a result, WSU Tri-Cities is able to provide access to state of the art facilities and equipment at significant cost savings to the state.

- The UW Bothell participates in the Bellevue Entrepreneur Center. UW Bothell works with Bellevue Community College and City University to help minority- and women-owned businesses. UWB also works with Everett Community College and the Tulalip Tribes to address the tribes' technological and business needs.

- UW Tacoma works with regional businesses, agencies, and organizations on projects such as water quality and waterway restoration, accounting and tax assistance to needy populations, health care, and other educational and social service initiatives. UWT also participates in the Key Bank Professional Development Center to offer credit and non-credit courses for individual students and organizations.

- WSU Vancouver collaborates with Clark and Lower Columbia community colleges and Legacy Hospital to serve Southwest Washington health care providers, and the campus proposes to establish a Health Professions Institute to expand these efforts. This partnership would provide a model similar to the Engineering and Science Institute, which addresses the needs for academic programs and research to support high technology interests in the region.

D. Comparison of branch campus operating costs at similar institutions

Table 3.11: State appropriations per budgeted FTE Student. 2004-05

University of Washington (all campuses)	$9,464
Washington State University (all campuses)	$9,833
Central Washington University	$5,576
Eastern Washington University	$5,449
The Evergreen State College	$6,294
Western Washington University	$5,189
Community and Technical Colleges	$4,151

The above are the average gross state appropriations per budgeted full-time equivalent (FTE) student enrollment at each of the state's public universities and colleges. They are for fiscal year 2005 and include appropriations from the state general fund and the Education Construction Account (appropriations used for operating purposes). Tuition revenues are not included, and appropriations for the branch campus and the regional universities' off-campus learning centers are incorporated into the values for the main campuses.

Because these statistics represent gross state appropriations, a number of factors are masked. For example, per-student appropriations support educational expenses and other costs, such as research and community service. The array of programs, such as the ratio of undergraduate to graduate level courses and health care to non-health care programs, also affects these averages.

Another perspective is provided by examining expenditures for instruction only.

Table 3.12: Estimated Cost of Instruction (Expenditures) Per FTE Student, 2004-05

	Undergraduate	Graduate
UW Bothell	$14,454	$15,576
UW Tacoma	$14,077	$24,229
WSU Tri-Cities	$11,730	$14,771
WSU Vancouver	$13,979	$14,359
UW Seattle	$8,812	$22,095
WSU Pullman	$9,012	$14,681
CWU	$7,704	$13,356
EWU	$8,105	$12,036
TESC	$10,337	$7,240
WWU	$8,088	$11,954
CTC	$5,542	N/A

Source: HECB analysis

The cost of instruction per FTE student varies by institution and by program level. These costs reflect state general fund and tuition revenue (operating fees). For undergraduate students, the range is from $5,542 at the community and technical colleges to approximately $8,000 at the regional comprehensive institutions (Central, Eastern, and Western Washington universities) to $8,900 at the research university main campuses, to $12,000 to $14,000 at the branch campuses. Some of this difference is attributable to differences in costs between lower-division (100 and 200 level courses) and upper-division courses (300 and 400 level courses).

Table 3.13: Percentage of undergraduate courses taught at the lower and upper-division level by campus, 2001-02

	Lower Division	Upper Division
UW Bothell	0%	100%
UW Tacoma	0%	100%
WSU Tri-Cities	2%	98%
WSU Vancouver	0%	100%
UW Seattle	58%	42%
WSU Pullman	55%	45%
CWU	**50%**	**50%**
EWU	**52%**	**48%**
TESC	55%	45%
WWU	**58%**	**42%**
CTC	100%	0%

Source: HECB 2001-02 Higher Education Cost Study

The branch campuses provide comparatively few lower-division courses, while the other four-year institutions provide between 50 and 58 percent of their undergraduate instruction at the 100 to 200 level and 42 to 50 percent of their instruction at the 300 to 400 level. The community and technical colleges provide 100 percent of their instruction at the lower-division level.

Table 3.14: Cost of Instruction for Lower and Upper Division Courses by Campus, 2004-05

	Lower Division	Upper Division
UW Bothell	N/A	$14,454
UW Tacoma	N/A	$14,077
WSU Tri-Cities	N/A	$11,730
WSU Vancouver	N/A	$13,979
UW Seattle	$5,631	$13,288
WSU Pullman	$6,939	$11,499
CWU	$6,117	$9,268
EWU	$6,249	$10,131
TESC	$10,316	$10,358
WWU	$6,422	$10,353
CTC (academic)	$5,542	N/A

Source: HECB Analysis

Again, these costs include both state general funds and tuition revenues. The upper-division costs at the branch campuses are in line with the costs at the research universities ($11,500 to $14,000 per FTE) and are higher than the costs at the comprehensive universities ($9,300 to $10,350). The difference in tuition per student (operating fee only) between the research/branch institutions and the comprehensives in 2004-05 was $1,200 (operating fees at the UW and WSU were $4,500; at CWU, EWU, TESC and WWU were $3,300; and at the CTC's were $1,854). Factoring in tuition explains some but not all of the cost differentials between the research/branch institutions and the comprehensives.

Table 3.15: Student – Faculty Ratios, 2001-02

	Lower Division		Upper Division	
	Student/Faculty Ratio	Student/Faculty and TA Ratio	Student/Faculty Ratio	Student/Faculty and TA Ratio
UW Bothell	-	-	17:1	17:1
UW Tacoma			20:1	20:1
WSU Tri-Cities			24:1	24:1
WSU Vancouver			15:1	15:1
UW Seattle	76:1	23:1	15:1	12:1
WSU Pullman	40:1	19:1	18:1	13:1
CWU	21:1	16:1	14:1	14:1
EWU	36:1	34:1	19:1	19:1
TESC	21:1	18:1	21:1	18:1
WWU	35:1	22:1	15:1	14:1
CTC (academic)	20:1			

Source: HECB 2001-02 Higher Education Cost Study

Student to faculty ratios also explain some of the cost differentials. In the lower-division, average class sizes are substantially larger at the research institutions than at the regional comprehensive institutions. To help maintain quality in large classes, and to train the next generation of faculty the research institutions tend to rely heavily on TA's as part of the delivery strategy for lower division coursework.

Table 3.16: Faculty Salaries, 2003-04

	Professors	Associate Professors	Assistant Professors
UW Seattle	$93,181	$66,717	$63,231
WSU all campuses	$80,022	$60,327	$55,011
CWU	**$64,470**	**$52,472**	**$44,195**
EWU	**$62,596**	**$51,232**	**$46,109**
TESC	$57,686	$44,418	$39,701
WWU	**$67,700**	**$53,651**	**$46,564**

Source: HECB analysis using fall 2003 data from American Association of University Professors

There are significant differences in average pay for faculty at the research universities and the comprehensive institutions. The HECB annually compares faculty salaries at Washington's four-year institutions with faculty salaries within each institution's peer group (similar institutions in other states). In this analysis, only the University of Washington's Seattle campus is used to compare to the UW's peers. Washington State University reports for all its campuses as a single unit and thus the main campus cannot be separated from the branch campuses. The results of this comparison are included in the table above.

Full professors, on average, are paid $93,000 at the University of Washington (Seattle) and $80,000 at Washington State University. At the comprehensive universities, the average salaries range from $63,000 to $68,000. At the other end of the rank, assistant professors at the UW Seattle and WSU average $63,000 and $55,000, respectively. Assistant professors at the regional comprehensive universities earn from $44,000 to $47,000.

2003-2004 IPEDS data indicate that average faculty salaries at UW Bothell and UW Tacoma are comparable to UW Seattle and significantly exceed salaries provided at the regional comprehensive universities.

Table 3.17: Branch Campus Funding Proposals, per FTE student, 2005-06 dollars

	State Funds	Operating Fee	Total Funds
UW Bothell			
Undergraduate – lower-division	$3,127	$4,848	$7,975
Undergraduate – upper-division	$8,818	$4,848	$13,666
UW Tacoma			
Undergraduate	$6,503	$4,848	$11,351
WSU Tri-Cities			
Undergraduate – freshman entry	$6,303	$4,826	$11,129
Undergraduate – transfer (and graduate)	$10,573	$4,826	$15,399
WSU Vancouver			
Undergraduate – freshman entry	$6,303	$4,826	$11,129
Undergraduate – transfer (and graduate)	$10,767	$4,826	$15,593

Source: Branch campus self study reports

The campuses approached the funding requirements for new students from different perspectives. In all cases the institutions estimated costs in terms of "real dollars" – inflation was not factored into the analysis. Cost assumptions made in the first year were carried out at a constant rate throughout the planning period. The UW branches looked at total costs (general fund and tuition combined) and the WSU branches looked at general fund costs only. The HECB has assumed 2004-05 operating fees are increased by seven percent in 2005-06 and remain constant thereafter. UW Bothell identified the costs for lower-division and upper-division undergraduate students. UW Tacoma developed a staffing model that provided the identical student-faculty ratio of 20:1 for both lower-division and upper-division students. The two WSU branch campuses priced freshman-entry students at one level for lower-division and upper-division courses, and priced transfer and graduate students at another level.

Undergraduate expenditures for instruction at the regional comprehensive universities are about $8,000 per student, including state funds and tuition revenue. This amount is also a "blended" cost between lower division and upper division courses. The percentage of lower and upper division undergraduate instruction at the comprehensives is between 50:50 and 58:42. The branch campuses are proposing that new enrollments be split between lower and upper division with significantly more students at the upper division. This will tend to make the average cost of instruction appear relatively high when compared to the comprehensives. Still, the actual cost of the branch campus proposals should be lower than what is being proposed.

Table 3.18: Proposed growth in undergraduate students from 2004-05 to 2010-11

	Lower Division FTE Growth (Percent of Total Growth)	Upper Division FTE Growth (Percent of Total Growth)
UW Bothell	473 (18%)	2,188 (82%)
UW Tacoma	350 (16%)	1,902 (84%)
WSU Tri-Cities	269 (35%)	504 (65%)
WSU Vancouver	516 (39%)	818 (61%)

Source: Branch campus self study reports

Findings: Institutional cost comparisons

Current and proposed funding per student at the branch campuses is in excess of funding at the state's comprehensive universities. Continuing to fund branch campuses at university rates is inconsistent with the state's priorities of increasing capacity at the baccalaureate level and the reality of the state's fiscal constraints.

E. Operating cost structures in other states

There are examples in other states of branch campus university systems and multi-campus university systems. In some systems tuition and faculty salaries are similar across the campuses and in other systems there are great divergences between the main campus and the other campuses.

According the study conducted by the National Center for Higher Education Management Systems for the Washington State Institute for Public Policy, only Arizona and Texas employ branch campuses as a deliberate strategy to meet a statewide priority to accommodate projected

demand. Reviewing IPEDS data on tuition and faculty salaries, it appears that the branch campuses for Arizona State University have the same tuition and faculty salary structure as the main campus in Tempe. The same appears true for the University of Houston system. However, the branch to Texas A&M University and the branches to the University of Texas have significantly lower resident undergraduate tuition and lower faculty salaries than the main campuses.

In reviewing multi-campus university systems, again there are examples of both situations where all the campuses have either similar or dissimilar tuition and faculty salaries. Examples of systems where tuition and faculty salaries appear to be roughly uniform are the University of California, the University of Massachusetts, and Rutgers. Examples of systems where the main campus is different from the other campuses in tuition and faculty salaries include the University of Colorado, the University of Maryland, the University of Minnesota, the University of North Carolina and the University of Wisconsin.

A finding that future growth in baccalaureate enrollments be funded at a level comparable to the comprehensive universities could lead to differential funding at the branch campuses if growth were to occur at these campuses. Such a differential between a branch campus and the main campus would not be unique.

F. Comparison of capital costs with comparable institutions

The branch campuses have provided a combined total estimate of $637 million in capital project costs to accommodate an additional 7,668 FTE students through 2020. However, the campuses used different methods to estimate these costs. Some estimates are based on specific projects with a defined scope, but most are based on more generic estimates of capital needs. Consequently, the institutional estimates should be considered as providing "order of magnitude" cost information.

Using the HECB Space Allocation and Capital Estimating Model, HECB staff produced a series of generic, non-project specific cost estimates. These estimates reflect nationally accepted space utilization standards and the cost of recent new higher education construction. Under this approach, the HECB model yielded an estimate of $552 million for new building costs to accommodate the proposed growth of the campuses.

Despite being developed through different approaches, these cost estimates are relatively consistent when understood as a possible range of costs. Specifically, a capital investment approaching $600 million should be anticipated to provide the facilities needed for an additional 7,668 student FTE.

G. Governance and branch campus missions

The branch campus expansion plans present a fundamental dilemma: In the regions they serve, it is clear that students, parents and community leaders want their institution to have a "UW" or "WSU" label. The communities embrace their branch campuses and have benefited educationally, economically and culturally from their presence. The branch campuses' relationships with their "parent" institutions at Seattle and Pullman have produced delivery models and governance structures driven by the faculty workload, promotion, tenure policies and general expectations of

the research university main campuses. While the branches' upper division cost structures are similar to those of the main campuses, the newer campuses lack the size and appropriate program mix to gain the cost efficiencies that accrue through the presence of lower division offerings. The current models of system governance result in modes of delivery and cost structures that are not the most efficient or cost-effective ways to meet the unique needs of branch campus students and regions.

While the UW and WSU have approached the relationship among the campuses differently, they have reached the same destination with regard to cost, faculty workloads and faculty salaries. The 2003 WSIPP report indicates that the governance structure of the UW campuses, which allows for greater autonomy in program development and faculty rewards, is more likely to be responsive to the regional needs for education and economic development, while the WSU approach may offer greater opportunity for efficient use of existing resources by providing access to faculty expertise and other resources across the WSU system. The advantages of the WSU approach are noted as especially important in building capacity to offer doctoral work at the newer campuses.

The balance between these two competing approaches seems to be shifting in favor of greater autonomy. The WSU Board of Regents recently approved a governance change that will allow greater autonomy for the newer campuses to develop programs and move away from the single-student-body model. The UW, meanwhile, affirmed in its tri-campus task force that the current governance framework allows significant autonomy for the Bothell and Tacoma campuses. As the WSIPP report points out, a greater level of autonomy would also allow the campuses to develop and grow in the way that best fits the needs of the local community and region.

However, the branch campus proposals are all based on the assumption that they will retain their current research university affiliations. As a result, the nature of the relationship between the branch and the parent institution was not fully explored. In effect, the branch campus proposals call for the creation of two research university *systems*, within which each of the four branch campuses would become four-year universities.

In other states, the schools within state university systems are not necessarily uniform with respect to role and mission. As such, we might expect the newer campuses in Washington to seek accreditation and classification appropriate to their unique missions and size at some point in the future.

The WSIPP report described the evolution to four-year programs and greater autonomy as a natural process that has occurred with most branch campuses across the country as they mature. Drawing on the examples of Arizona and Texas, the report considered the future development of the newer campuses. Both states have fairly recent experience in building their branch campus systems, and each has developed a planning framework that provides for the growth of the higher education system in response to demand. These frameworks provide a set of growth stages through which the campuses would progress, including demand-based program extensions, the creation of educational centers, branch campuses, and finally the creation of "free standing" institutions.

The threshold for movement to this final state is sustained enrollment of 3,500 FTE students in Texas and 4,500 FTE in Arizona. It is important to note that the Arizona and Texas policies are designed to expand educational facilities within a system of higher education and, in a sense, reward successful entrepreneurship on the part of the universities.

In Washington, where several campuses already serve students throughout the state, it could be argued that the state should be less concerned with building additional university campuses than about the appropriate role and mission of existing campuses, strategies for distributing new enrollments among the existing institutions, and strategies to improve outreach to specific groups through off-campus learning centers and other programs.

The proposed development of Washington's branch campuses would appear to dictate a research-oriented role and mission that has important implications in two key areas: lower teaching loads to support research, and higher pay than at the regional universities. Both factors would tend to increase the cost of instruction.

This issue was examined in the WSIPP report, but merits further discussion. Typically, research institutions partially offset the higher faculty salaries and lower teaching loads in a number of ways. For example, they make extensive use of teaching assistants and large classes to provide lower-division courses. The plans presented by the four branch campuses all include the addition of lower-division courses, but they do not use a delivery mechanism that would offer the type of cost savings typical of research universities. As illustrated elsewhere in this report (see table 3.15), the average lower division student/faculty ratios are higher at the main campuses. Therefore, the research institutions tend to rely heavily on TA's and larger classes to deliver their lower division curriculum.

Despite the differences in student/faculty ratio, the direct cost of the upper-division coursework offered by the branch campuses is comparable to that of the other four-year institutions in the state. However, the branch campuses tend to have considerably higher indirect costs, which might be attributable to their size and in some cases underutilized capacity at the time of the cost study. That said, the branch campus plans do not project significant savings commensurate with their projected enrollment growth.

While the relationship to the parent institution creates a particular set of budgetary challenges, it also brings important benefits that contribute to the branch campuses' quality of education. The resource sharing that occurs between the campuses – including library access, information technology, technical assistance, student services and administrative functions – all contribute to the student experience by providing access to resources that might not otherwise be available at a small university. As the branch campuses have grown, they have been able to offer more resources to students, but it is unclear at what point they would reach a size that would justify serving students as an independent institution.

H. Alignment of total state funding and higher education assets with state priorities

It is clear that expansion of all sectors of Washington's higher education system – public and private; four-year and two-year – will be required to meet the state's need for increased student enrollment, and to meet the strategic master plan goals for increased degree production and economic responsiveness. Within the public higher education system, educational activity (enrollments) will need to increase in both the two-year and four-year sectors. The critical question is, Where should that growth take place?

Washington state has been and is expected to continue to face financial difficulties. In general, state revenue is not increasing sufficiently to match growth in the cost of state programs. Even if revenue growth did match spending needs, the state's Initiative 601 spending limit would restrict spending growth. To compound this challenge, policy-makers must grapple with the state budget in the shadow of the voters' rejection in 2004 of Initiative 884, which would have made available $400 million in additional funding per year for higher education.

As a result, all of state government faces serious budget constraints – either from limited resources or a restriction on spending. To reach the state's higher education targets will require that the state find the most efficient way to increase access to a high-quality public higher education.

In 2003-04 Washington state had 228,000 FTE students in public higher education. Of that number, 127,000 were in undergraduate academic programs –54,000 in the community and technical colleges; 31,000 at the regional comprehensive universities and The Evergreen State College; and 42,000 were in the research universities and their branch campuses. The "shape" of this system resembles an hourglass: wider at the research universities and two-year colleges than in the middle, where the regional comprehensives reside.

In this view, the comprehensive institutions are not being utilized as extensively as they could be to educate baccalaureate degree-seeking students, and the research universities are being over-utilized. To be more efficient, the state should (a) improve the efficiency of the transfer of students from the community and technical colleges to the four-year institutions, and (b) move toward a "pyramid" structure by focusing future enrollment growth at the regional comprehensive institutions or at campuses with similar cost structures to the comprehensive institutions.

The most efficient means to produce additional bachelor's degrees is to provide an additional two years of education to students who have already obtained associates degrees or two years' worth of college credits. For a variety of reasons, many community college students have accumulated sufficient credits but do not transfer to a four-year institution. It is important to support the collaboration between the community colleges and baccalaureate institutions in a number of ways, key among them streamlining the process of transfer to make the process as seamless as possible to students. Providing additional pathways, information resources, advising, and other strategies may prove to be the cost-effective way to provide students the opportunity to earn a baccalaureate degree is at a public university in Washington state.

SECTION IV

Alternatives to accommodate demand not met through branch campuses

Washington's excellent higher education system offers several alternatives to meet the enrollment pressure and demand for instructional programs that would not be addressed by the research university branch campuses. These include the learning centers operated by the regional comprehensive universities on community college campuses; technology-based distance education programs; and private institutions that serve thousands of students in Washington each year.

Private Four-Year Colleges and Universities: Private colleges produce approximately 22 percent of the baccalaureate degrees and 42 percent of the graduate level and professional degrees earned by students in Washington each year, and make particular contributions to the state's teaching, health care and technology workforce. The HECB degree goals were developed under the assumption that the private institutions would grow such that the share of the baccalaureate degrees produced in Washington would not change. In 2004, the Legislature approved a provision in the supplemental state operating budget that would have permitted private four-year colleges to compete with the public four-year institutions for high-demand enrollments and related funding awarded by the HECB, but that provision was vetoed by former Governor Locke. The role of private institutions relative to the branch campuses was not specifically addressed in HB 2707, and further study would be required to thoroughly consider these issues. The role of private colleges is most relevant to the future development of the UW Tacoma because of the proximity of the University of Puget Sound and Pacific Lutheran University; private colleges play a less significant role in the communities served by the three other branch campuses.

University Learning Centers: University centers offer bachelor's and graduate degree programs at community and technical college campuses and other locations. Historically centers have not been well defined in Washington and as a result a complete accounting of programs offered through university centers is difficult at best. In most cases university learning centers have been established through entrepreneurial partnerships among community colleges and the regional comprehensive universities in response to local educational and economic needs. In response to HB 3103 the HECB is in the process of developing an integrated statewide planning model that would address the development of centers and other off site instructional programs. As it stands, there is not uniformity in the provision of degree programs and locations to serve students. Centers of varying size currently operate on 24 two-year college campuses and provide highly valuable education services to thousands of students.

Central Washington University is the largest provider of access through university centers, operating facilities at Edmonds Community College in Lynnwood, Highline Community College at SeaTac, Pierce College at Steilacoom, Yakima Valley Community College, Big Bend Community College in Moses Lake, and Wenatchee Valley College. CWU also provides smaller off-campus programs at Green River Community College in Auburn, South Puget Sound Community College in Olympia, Renton Technical College in Renton, Columbia Basin College in the Tri-Cities, and at Stanwood and Mattawa. Programs vary among the centers, with the larger centers offering programs in such fields as law and justice, business, education and general studies. The smaller centers typically focus on programs in education to meet regional and statewide need for skilled teachers.

CWU's learning centers specialize in serving transfer students and in 2003-04 received some 540 community college transfer students, compared with 434 at UW Bothell, 557 at UW Tacoma, 497 at WSU Vancouver and 260 at UW Tri-Cities. The CWU centers offer an important alternative to meet the needs of transfer students in the communities in which they are located.

Eastern Washington University operates learning centers at five community colleges – Bellevue, Clark, Pierce, Shoreline and South Seattle – and serves about 70 students at these sites. EWU offers one of two degree programs (dental hygiene and applied technology) at each center, primarily via interactive video. Eastern is also providing programs in downtown Spokane in addition to the program offered at the Cheney campus.

Western Washington University has five learning centers – at Everett, North Seattle, Olympic, Peninsula and Skagit Valley community colleges – offering one or two degree programs in such fields as elementary education, environmental science and policy, and human services.

Washington State University offers degrees at six community colleges – Centralia, Grays Harbor, Lower Columbia, Walla Walla, Wenatchee Valley and Yakima. WSU typically offers a single bachelor's degree program in elementary education or nursing at each center, primarily delivered via interactive video through the state's K-20 Telecommunications Network.

Evergreen State College offers degrees at their campus located in Tacoma.

NSIS is the exception to the typical development process of university learning centers. NSIS grew out of a request from the 1997 legislature to the Higher Education Coordinating Board (HECB) to create a flexible and innovative means for delivering increased higher education access to North Snohomish, Island and Skagit Counties. It is not clear to what extent the program is a viable approach to meeting the baccalaureate and graduate needs of the region in the long term.

Distance Education and Evening Programs: Distance education and evening programs also make baccalaureate degree programs more widely available to students who seek four-year or graduate degrees. These programs offer important alternatives for transfer students as well, although in some instances students face significantly higher tuition in distance education programs that do not receive state appropriations, and they may not be eligible for state or federal financial aid.

Alternatives for Students With Technical Associate Degrees: Alternatives will be needed to serve students who have completed technical associate degrees at community and technical colleges and are seeking access to appropriate bachelor's degree programs. The branches have developed articulation agreements in some fields to partially meet this demand, but they are not proposing programs that would more broadly address the needs of students with applied associate degrees other than nursing. The strategic master plan outlines a pathway that would allow some community colleges to transition to four-year universities as another alternative to assist in meeting the need for applied technical baccalaureate degrees, and increase overall baccalaureate capacity. The State Board for Community and Technical Colleges (SBCTC) recently approved a proposal to pilot baccalaureate programs at select community colleges. Implementation of any baccalaureate programs at the community colleges would require legislative action and the new programs would require the approval of the SBCTC and the HECB.

For this growing group of students, some two-year and four-year institutions have been planning new university-offered degree programs to serve these students through Bachelors of Applied Science (BAS) degrees. Central Washington University recently received approval from the HECB to implement two new BAS degree programs. Eastern Washington and Evergreen State College also offer programs designed to meet the needs of students transferring from professional technical programs.

Institutions Authorized in Washington Under the Degree-Granting Institutions Act: Several out-of-state colleges have received authorization from the HECB to offer degree programs in Washington, including the University of Phoenix, Old Dominion University, Argosy University, and DeVry University. Some offer on-site instruction while others emphasize distance learning options. Colleges authorized under this statute typically offer targeted programs for working adults, and several are primarily designed to serve members of the military and their families who are stationed in Washington state.

SECTION V

Key Findings and Policy Recommendations

Summary of Key Findings

- While the branch campuses are meeting their original mission – to provide access to baccalaureate or graduate degrees to place-bound and time-bound students – they now seek to expand their mission to offer students a more traditional four-year college experience.

- The branch campuses were developed primarily to accommodate the "2+2" transfer system, which assumes students will complete 90 lower-division credits at a community college and 90 upper-division credits at a branch campus. However, "native" students – those who enroll as freshmen at four-year universities – rarely take only lower-division courses during their first two years, or only upper-division courses in their junior and senior years. In recognition of the enrollment patterns the HECB has revised the policy on the transfer of credits from the community college such that four-year institutions now have flexibility to transfer credits beyond the previous limit of 90 credits

- Most of the population-driven enrollment pressure in Washington will take place in the areas served by UW Bothell, UW Tacoma, and WSU Vancouver. Relatively little will occur in the region that WSU Tri Cities proposes to serve.

- Based on participation in undergraduate courses at public four-year institutions, the regions in Western Washington are below the statewide average and the regions in Eastern Washington are above the statewide average. This suggests the need for additional opportunities for students in Western Washington.

- The state has invested substantial resources in co-locating UW Bothell with Cascadia Community College. While the UW Bothell development proposal cites numerous examples of the benefits of this co-location, it does not directly address the implications for Cascadia of the proposed admission of freshman and sophomore students at the branch campus.

- Students in Tacoma seeking a four-year experience have a greater range of convenient options including two private universities: Pacific Lutheran University and University of Puget Sound. Further analysis will be needed to determine how the expansion of UW Tacoma into a four-year university would affect these institutions, and to examine the extent to which UPS and PLU offer reasonable alternatives to accommodate student demand in the region served by the branch campus.

- The only option available for students seeking a bachelor's degree in Southwest Washington is WSU Vancouver, although alternatives do exist for students who are able to travel to Portland, Ore. Participation in four-year university programs by residents of Clark and Cowlitz counties is among the lowest in the state.

- Research university main campuses typically subsidize the high cost of upper-division and graduate instruction by offering large lower-division courses in which a large share of the instruction is provided by student teaching assistants. Because they lack these cost-saving options, the costs proposed by the branch campuses for offering lower-division coursework seem high by comparison. It is questionable whether the commencement of relatively small lower-division programs would reduce or increase per-student costs at the branch campuses. In any event, continuing to fund branch campuses at research university rates appears to be inconsistent with (1) the state's need to rapidly increase enrollment capacity and (2) the reality of the state's fiscal restraints.

HECB Policy Alternatives and Recommendations

The proposals presented for the future development of the branch campuses represent one option from among many that are available to the state to expand general access to higher education; to increase the number of students who earn baccalaureate and graduate degrees; and to increase the economic responsiveness of the public higher education system.

In accordance with the requirements of HB 2707, the HECB has considered a number of policy options available to the state, and has developed a series of recommendations in response to the specific branch campus proposals.

A. Statewide recommendations for all four branch campuses

In evaluating the branch campus proposals from a statewide perspective, the board has concluded that while each campus must be considered individually, there are a limited number of recommendations that apply equally to all of the campuses.

The four branch campuses should remain affiliated with their respective parent universities, and they should be permitted to evolve to meet regional and community needs. It is clear that the research university affiliation has provided significant benefits – such as libraries and student services that are administered through the main campuses. These benefits are significant and should be retained.

For the newer campuses to continue to grow and develop in a way the best meets the needs of the community they must operate as institutions within a system rather than part of a university akin to a school or college. This change would imply even greater autonomy than currently exists at either UW or WSU. It is not the intent of the HECB to dictate the specifics of this relationship but it might reasonably include some of the elements outlined in the WSIPP report on the branch campuses such as separate accreditation and local control of academic departments and faculty senate among other elements) If the Legislature and governor implement the recommendations of the HECB the board will ask WSU and UW to address these governance issues as they review the revised role and mission of the institutions.

The state must also recognize that the current and proposed cost models for the branch campuses are not realistic in the state's current fiscal environments and that students' higher educational needs for baccalaureate level programs and courses can be reasonably satisfied at branches without replicating the resource commitments of the main campuses.

Bluntly put, Washington state almost certainly cannot support the development of four new publicly funded four-year universities – financed on the research institution cost model – while maintaining the quality of the existing system of 34 community and technical colleges, four regional comprehensive institutions and the two research universities' main campuses.

Therefore, the HECB recommends that each branch be funded within the same budgetary model as the regional comprehensive institutions. Expanded program offerings and capital budget requests should be submitted and deliberated as they are today.

B. Institution-specific recommendations for the four branch campuses

In addition to the statewide recommendations discussed above, the board offers the following recommendations for the individual branch campuses:

University of Washington Bothell

UW Bothell is well-situated to meet projected increases in student enrollment demand in the Puget Sound area. Its co-location with Cascadia Community College makes it a good choice for students seeking a bachelor's degree. At this time, the HECB recommends that UWB expand its upper-division and graduate/professional programs, and that it offer lower-division coursework linked to specific majors in fields that are not addressed by programs at the community college.

Given the current and potential benefit to students of the UWB co-location with Cascadia, the board believes it is not necessary for the branch campus to admit freshmen and sophomores at this time except under a co-admission or co-enrollment agreement with Cascadia or another two-year college. Specifically, the board is concerned that the cost of expanding the branch campus would not be justified by the possible benefits to students.

The UW Bothell proposal does not directly address the implications of its proposal for the future operation of Cascadia. However, two possible implications are inescapable. Either the state would have to support a four-year university and a community college on the same site – creating unnecessary duplication of services – or the state would have to direct the closure or relocation of the community college. None of those options offers a cost-effective alternative to the board's recommendation.

Instead, the partnership with Cascadia and other community colleges should be expanded to allow students to co-enroll at the branch and the community college (along the lines of the pilot program currently being developed), and to transfer to the UWB before achieving junior standing. While the branch campus should offer a limited number of lower-division courses, student demand for freshman and sophomore coursework should be met primarily at Cascadia and at the several other community and technical colleges in the corridor east of Seattle between Bellevue and Everett.

University of Washington Tacoma

The UW Tacoma should gradually develop into a four-year university consistent with the plan outlined in the self study. In addition to expansion of its upper-division and graduate/professional programs UWT should offer selected lower-division coursework and admit lower-division students who meet the university's admission criteria beginning in fall 2006.

Transfer should continue to be enhanced through co-admission and co-enrollment options for students, as well as transfer admission for students with as few as 45 lower-division credits.

Given the significant cost of the university's proposal to add freshman and sophomore admissions, and the presence of a number of significant opportunities for expanded partnerships with existing public and private two-year and four-year colleges the board recommends that Tacoma proceed according to a gradual and deliberate approach as outlined in the self study with continued emphasis on upper-division transfer students

Washington State University Tri-Cities

The HECB assessment of projected enrollment demand in the WSU Tri-Cities service area does not support the expansion into a four-year university. WSU Tri-Cities should proceed with plans to expand the availability of selected lower-division courses linked to specific majors in fields that are not addressed by programs at the community college.

The Tri-Cities campus has developed a model approach to collaboration with the community college in the delivery of undergraduate education. WSU Tri-Cities is encouraged to continue to further develop this partnership and provide students with a clear, user-friendly pathway to complete a bachelor's degree.

The partnership with PNNL creates an outstanding opportunity for students and the University. This partnership should be fostered to benefit WSU as a whole and provide opportunities for students to study and work in the outstanding facilities made available through this collaborative.

Washington State University Vancouver

WSU Vancouver should develop into a four-year university along the lines proposed by the university. By all indications, Southwest Washington is the least well-served area of the state by the state's current higher education system. In addition, the administration of the branch campus has conducted a comprehensive self-examination and has secured the participation and support of the local and regional community for its expansion. Especially notable is the enthusiastic support for the proposal from the leadership of the neighboring two-year college, Clark College of Vancouver, with which the branch campus currently collaborates in many ways.

WSU Vancouver should expand its offerings in all areas: upper-division, lower-division, and graduate/professional programs in order to become a four-year regional comprehensive university within the WSU system.

The campus should admit freshman and sophomore students, increase community college transfer enrollment, and continue to co-admit transfer students. The college should also consider admitting transfer students with as few as 45 lower division credits.